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Advancement of women: implementation of the outcome of the Fourth World Conference on Women and of the twenty-third special session of the General Assembly

Measures taken and progress achieved in follow-up to and implementation of the Beijing Declaration and Platform for Action and the outcome of the twenty-third special session of the General Assembly

Report of the Secretary-General

Summary

The present report is submitted pursuant to General Assembly resolution 69/151 and aims to support the Assembly in monitoring the implementation of guidance provided in that resolution. It focuses on the extent to which selected intergovernmental processes of the United Nations integrate gender perspectives into their work. It provides a quantitative and qualitative assessment of progress achieved and remaining gaps, in comparison to previous years. It also demonstrates the significant expansion of the work of the United Nations Entity on Gender Equality and the Empowerment of Women (UN-Women) in support of normative intergovernmental processes. The report concludes with recommendations for further measures to enhance the implementation of gender equality mandates.

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I. Introduction

1. In its annual resolution on the follow-up to the Fourth World Conference on Women and the full implementation of the Beijing Declaration and Platform for Action and the outcome of the twenty-third special session of the General Assembly, the most recent of which was resolution 69/151, the Assembly has consistently called upon the bodies of the United Nations system to increase efforts to fully mainstream a gender perspective into all issues under their consideration and within their mandates. The present report is prepared pursuant to General Assembly resolution 69/151.

II. Integration of a gender perspective into the work of selected intergovernmental bodies

2. The present report is based on an analysis of the content of the reports of the Secretary-General to the General Assembly at its sixty-ninth session and of the resolutions adopted by the Assembly at that session, as well as the reports of the Secretary-General to the 2014 sessions of the Economic and Social Council[1] and its functional commissions. Resolutions adopted by the Council and its functional commissions in 2014 were also analysed. The documents examined were those that were available in the Official Document System of the United Nations as at 10 June 2015. Where documents were submitted to more than one intergovernmental body, they were considered only once. The same methodology has now been used for five years; the analysis of trends therefore gives a solid picture of change over time.

A. Methodology

3. The documents reviewed for the present report were examined for evidence of the incorporation of a gender perspective, as determined by the presence of the following keywords: gender, sex, woman, man, girl, boy, female, male, sexual, reproductive and maternal (including their plural forms). Documents with at least one occurrence of a keyword were considered to have included a gender perspective. False positive results, for instance "man-made disaster" or "sexual exploitation" with no mention of the sex of the victims/survivors or of the perpetrators, were discounted.

4. The selected words are those most often found in reports and resolutions that address gender equality issues. In addition, documents that passed the first filter were analysed in more depth to assess the extent to which a gender perspective had indeed been reflected.

B. Quantitative findings

5. Intergovernmental bodies had many opportunities to incorporate gender perspectives into their work. In total, 283 reports of the Secretary-General were considered and 328 resolutions were adopted by the intergovernmental bodies

[1] In accordance with resolution 68/1, as of 2014, the Economic and Social Council adjusted its programme of work to a July-to-July cycle.

whose work was reviewed. The General Assembly alone considered 238 reports of the Secretary-General and adopted 280 resolutions at its sixty-ninth session.[2] As table 1 shows, the number of reports considered and resolutions adopted over the past five years has fluctuated somewhat, but has remained largely within the same range.

6. At its substantive session of 2014, the Economic and Social Council reviewed 12 reports of the Secretary-General and adopted 30 resolutions.[3] Table 1 indicates that the number of reports has decreased steadily since 2011 and while the number of resolutions adopted has fluctuated, it was noticeably lower in 2014 than in previous years.

7. The functional commissions, excluding the Commission on the Status of Women which focuses exclusively on gender equality issues, considered 33 reports of the Secretary-General and adopted 18 resolutions at their sessions in 2014. Table 1 shows that while the number of reports has generally fluctuated within a consistent range (with the exception of a sizeable increase in 2011), there was a substantial drop in the number of resolutions adopted by the functional commissions, from 31 in 2013 to 18 in 2014.

Table 1
Number of reports and resolutions, 2010-2014

	Reports					*Resolutions*				
Body	*2014*	*2013*	*2012*	*2011*	*2010*	*2014*	*2013*	*2012*	*2011*	*2010*
General Assembly	238	249	214	249	244	280	275	257	259	270
Economic and Social Council	12	15	17	24	20	30	43	37	40	38
Functional commissions	33	33	41	53	38	18	31	30	46	38
Total	**283**	**297**	**272**	**326**	**302**	**328**	**349**	**324**	**345**	**346**

8. A number of resolutions of the General Assembly had an exclusive focus on gender equality issues. Six such resolutions were adopted under agenda items or sub-items dedicated to gender equality and the empowerment of women, namely resolutions on the World Survey on the Role of Women in Development (69/236), intensification of efforts to eliminate all forms of violence against women and girls (69/147), efforts to end obstetric fistula (69/148), trafficking in women and girls (69/149), global efforts to eliminate female genital mutilations (69/150) and the annual resolution calling for the present report (69/151). In addition, resolutions on women, disarmament, non-proliferation and arms control (69/61) and on child, early and forced marriage (69/156) also had an exclusive gender equality focus, but were adopted under other agenda items.

[2] As at 10 June 2015.

[3] During the 2014 cycle, the Secretary-General submitted eight reports to the Economic and Social Council, down from 15 in 2013. In order to maintain consistency with previous years, the present analysis also includes two notes by the Secretary-General (E/2014/53 and E/2014/93), one overview (E/2014/50) and one report (E/2014/70). These 12 documents are referred to as "reports of the Secretary-General".

9. The Economic and Social Council continued to adopt annual resolutions on mainstreaming a gender perspective into all policies and programmes in the United Nations system (2014/2) and on the situation of and assistance to Palestinian women (2014/1).

10. While there had been a steady upward trend in the reflection of a gender perspective in the resolutions of the General Assembly, the percentage of such resolutions declined at the sixty-ninth session. Progress in the work of the Economic and Social Council and the functional commissions has remained inconsistent, as described below.

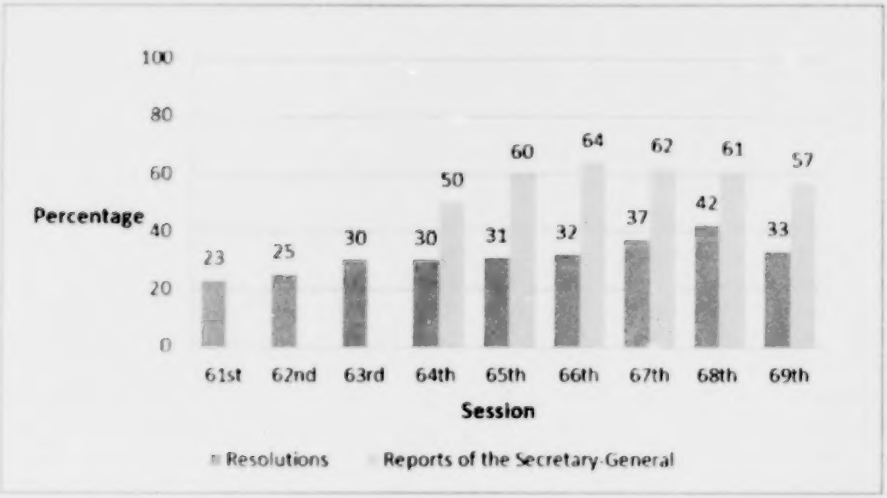
I. General Assembly

Reports of the Secretary-General

11. Reports of the Secretary-General support discussions that lead to the adoption of resolutions by intergovernmental bodies. Of the reports of the Secretary-General submitted to the General Assembly at its sixty-ninth session, 57 per cent included a gender perspective (see figure I and table 2). While this represents a slight decrease, of four percentage points, from the sixty-eighth session, gender equality issues continue to be addressed across a range of substantive areas.

Figure I

Trends in the share of General Assembly documents that include a gender perspective



12. The greatest increase in the percentage of reports containing a gender perspective, of five percentage points, occurred in those considered in plenary meetings, while there was a slight increase in the number of such reports submitted to the First (Disarmament and International Security), Second (Economic and Financial) and Fifth (Administrative and Budgetary) Committees (of 1, 1 and 3 percentage points respectively). The proportion of reports submitted to the Third (Social, Humanitarian and Cultural), Fourth (Special Political and Decolonization) and Sixth (Legal) Committees containing a gender perspective decreased (by 19, 29 and 10 percentage points respectively).

Table 2
Number and percentage of reports of the Secretary-General submitted to the General Assembly that include a gender perspective

Body to which report is allocated	*Total reports*	*Number including a gender perspective*	*Percentage including a gender perspective*
Plenary	37	32	86
First Committee	28	8	29
Second Committee	32	23	72
Third Committee	35	27	77
Fourth Committee	16	5	31
Fifth Committee	81	37	46
Sixth Committee	9	3	33
Total	**238**	**135**	**57**

Resolutions

13. A total of 33 per cent of the resolutions adopted by the General Assembly at its sixth-ninth session integrated a gender perspective. This constitutes a decrease of nine percentage points from the previous session and is attributable to fewer resolutions with a gender perspective adopted by the Assembly in plenary and the Second and Third Committees (see table 3 and figure II).

14. There were increases in the percentage of resolutions containing a gender perspective in the First and Sixth Committees, of 1 per cent each, from the sixty-eighth session. As in previous years, the Second and Third Committees, and the General Assembly in plenary, remained much more likely than the other Main Committees to integrate a gender perspective in their resolutions. Among resolutions adopted in plenary without reference to a Main Committee, the percentage dropped from 55 to 42 per cent. The Second Committee registered the most significant drop, of 22 percentage points, from 66 to 44 per cent. The number of Third Committee resolutions with a gender perspective decreased by 7 percentage points, from 68 to 61 per cent. This Committee remains the Main Committee with the highest percentage of such resolutions. There were also declines in the Fourth and Fifth Committees, of 2 and 7 percentage points, respectively, from 27 to 25, and from 15 to 8 per cent (see table 3 and figure II).

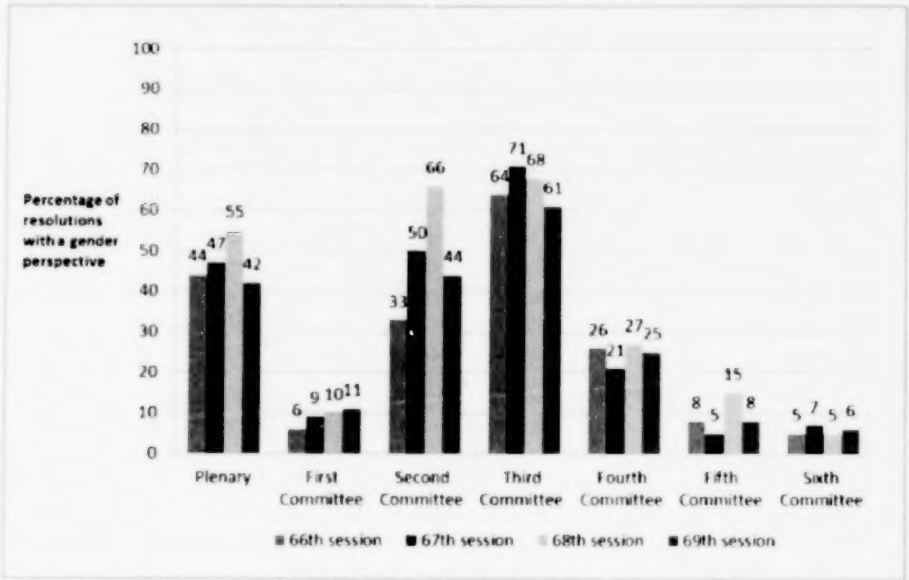
Table 3
Number and percentage of General Assembly resolutions that include a gender perspective

Originating body	*Total resolutions*	*Number including a gender perspective*	*Percentage including a gender perspective*
Plenary	55	23	42
First Committee	57	6	11
Second Committee	39	17	44
Third Committee	62	38	61
Fourth Committee	24	6	25

Originating body	*Total resolutions*	*Number including a gender perspective*	*Percentage including a gender perspective*
Fifth Committee	26	2	8
Sixth Committee	17	1	6
Total	**280**	**93**	**33**

Figure II

Trends in the share of resolutions of the General Assembly that include a gender perspective, by Main Committee



15. An examination of the contribution made by the Main Committees and the General Assembly in plenary to the pool of Assembly resolutions with a gender perspective (see figure III and table 4) confirms past trends. Although it was responsible for only 22 per cent of all resolutions adopted by the Assembly, the Third Committee contributed 41 per cent of all Assembly resolutions that included a gender perspective. The Second Committee accounted for 18 per cent, and the plenary for 25 per cent, of such resolutions. This means that any decrease in the number of resolutions with a gender perspective in these three bodies has a noticeable impact on the total percentage of resolutions reflecting a gender perspective. The First Committee, which accounted for 20 per cent of all Assembly resolutions, contributed only 6 per cent of the resolutions with a gender perspective. The Fourth, Fifth and Sixth Committees accounted, respectively, for 6, 2 and 1 per cent of such resolutions while contributing 9, 9 and 6 per cent, respectively, of all Assembly resolutions.

16. At the sixty-ninth session, the contribution by the Second and Third Committees of resolutions with a gender perspective dropped to 20 per cent, as compared with 27 per cent at the sixty-eighth session. They contributed more resolutions without a gender perspective at the sixty-ninth session, namely 16 per

cent, than at the sixty-eighth session, namely 13 per cent. The share of resolutions contributed by the Second and Third Committees to the total number of General Assembly resolutions declined from 41 per cent to 36 per cent of the total from the sixty-eighth to the sixty-ninth session. Since the Second and Third Committees together consistently contribute more than half of all resolutions with a gender perspective, the higher number of resolutions without a gender perspective from these two committees had an relatively greater impact overall on the results for the Assembly.

17. For example, references to gender issues in resolutions of the Second and Third Committees were dropped from two biennial and seven annual resolutions, constituting approximately 20 per cent of the resolutions without a gender perspective originating in the two committees. Of these resolutions, one biennial and six annual resolutions were substantive resolutions at the sixty-seventh and sixty-eighth sessions, respectively, but become procedural ones at the sixty-ninth session. In addition, 12 (26 per cent) of resolutions without a gender perspective were "new" resolutions (i.e. without a corresponding resolution in recent sessions), of which 7 were substantive texts.

18. Given the sizeable share of their contribution to the overall pool of resolutions, it will be necessary for the General Assembly in plenary and the Second and Third Committees to resume the steady upward trend in resolutions with a gender perspective. Greater efforts will also be needed by the Fourth and Fifth Committees, while the First and Sixth Committees should further consolidate their recent gains. Such progress would contribute to making women's as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all spheres, so that women and men benefit equally and inequality is not perpetuated.

Figure III

Origin of all General Assembly resolutions that reflect a gender perspective

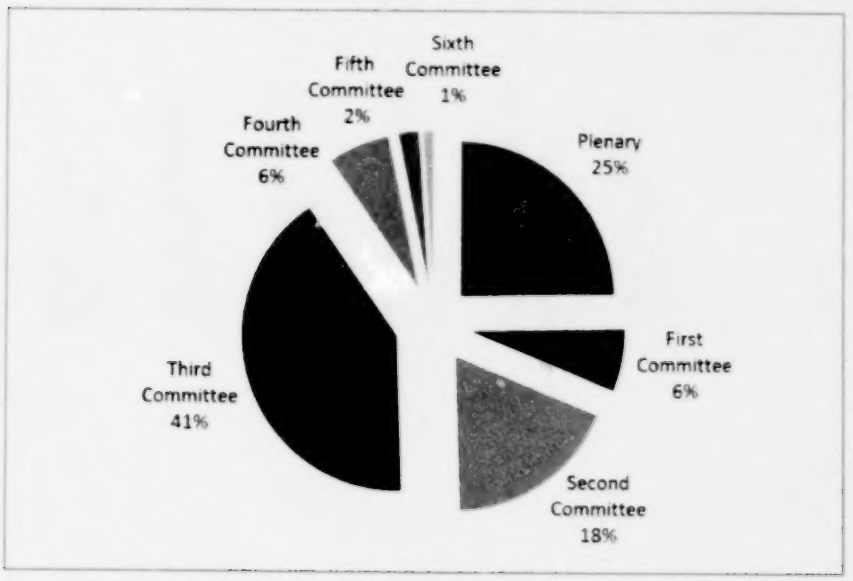


Table 4
Origin and percentage of all General Assembly resolutions that include a gender perspective

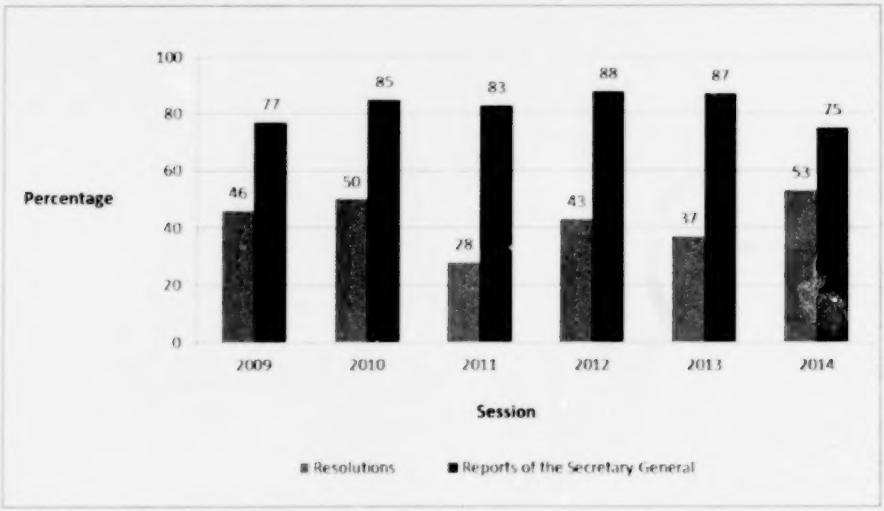
Originating body	*Percentage of all General Assembly resolutions*	*Percentage of all General Assembly resolutions with a gender perspective*
Plenary	20	25
First Committee	20	6
Second Committee	14	18
Third Committee	22	41
Fourth Committee	9	6
Fifth Committee	9	2
Sixth Committee	6	1

2. Economic and Social Council and its functional commissions

Reports of the Secretary-General

19. As is the case for the General Assembly, the reports of the Secretary-General submitted to the Economic and Social Council in 2014 were more likely than resolutions to include a gender perspective (see figure IV and table 5). Nine out of the 12 reports of the Secretary-General submitted to the Council in 2014 included a gender perspective.[4] This figure reflects a decrease of 12 percentage points from 2013.

Figure IV
Trends in the share of Economic and Social Council documents that include a gender perspective



[4] The majority of documents submitted to the Economic and Social Council originate either from subsidiary bodies or other entities of the United Nations system.

20. Of the total of 33 reports submitted by the Secretary-General to the functional commissions in 2014, 21 reports, or 64 per cent, reflected a gender perspective (see figure V and table 5), reflecting a decline of 11 percentage points from 2013 when 30 out of 40 (75 per cent) reports had such a perspective. Reports submitted to the Statistical Commission had the lowest percentage (27 per cent), followed by those submitted to the Commission on Narcotic Drugs (50 per cent). On the other hand, all reports submitted to the Commission for Social Development, the Commission on Population and Development and the Commission on Science and Technology for Development consistently dealt with gender issues.

Figure V

Trends in the share of documents of the functional commissions that include a gender perspective

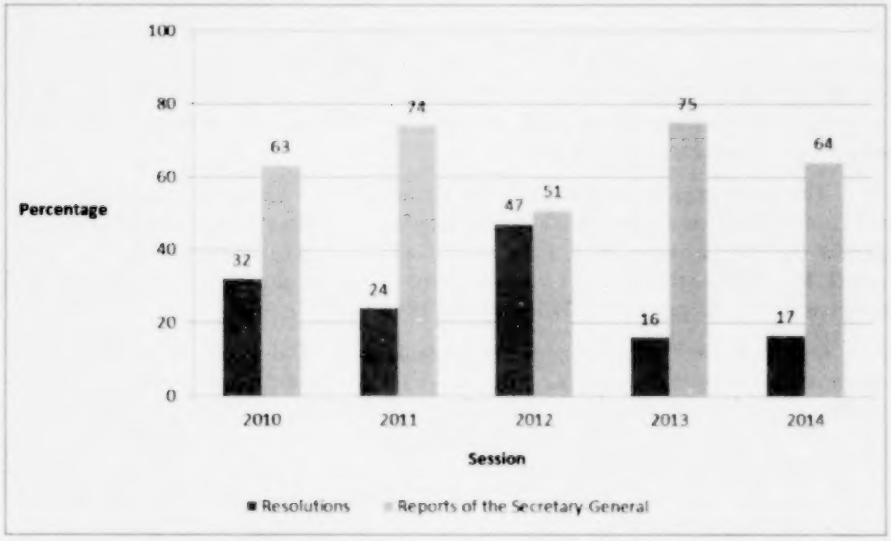


Table 5

Number and percentage of reports of the Secretary-General submitted to the Economic and Social Council and its functional commissions in 2014 that include a gender perspective

Body to which report is submitted	*Total reports*	*Number including a gender perspective*	*Percentage including a gender perspective*
Economic and Social Council	12	9	75
Functional commissions of the Council[a]	33	21	64
Commission on Crime Prevention and Criminal Justice	8	6	75
Commission on Narcotic Drugs[a]	4	2	50
Commission on Science and Technology for Development	2	2	100
Statistical Commission	11	3	27

Body to which report is submitted	*Total reports*	*Number including a gender perspective*	*Percentage including a gender perspective*
Commission on Population and Development	3	3	100
Commission for Social Development	5	5	100
United Nations Forum on Forests[c]	–	–	–

[a] These results do not include the Commission on the Status of Women, owing to its exclusive focus on gender equality issues.

[b] The Commission on Narcotic Drugs considered reports of the Secretariat, which were included in the analysis.

[c] The United Nations Forum on Forests meets biennially. It did not meet in 2014.

Resolutions

21. The Economic and Social Council adopted 30 resolutions during its substantive session of 2014 (see table 6).[5] A gender perspective was reflected in 53 per cent of these resolutions (see figure IV and table 6), reflecting an increase of a strong 16 percentage points compared with the 2013 session, when 37 per cent of resolutions integrated a gender perspective.

22. The functional commissions of the Economic and Social Council (excluding the Commission on the Status of Women) registered a slight increase in attention to gender equality issues in 2014, from 16 per cent in 2013 to 17 per cent in 2014 (see figure V). This statistical gain was achieved owing to the number of resolutions adopted having dropped from 31 in 2013 to 18 in 2014.

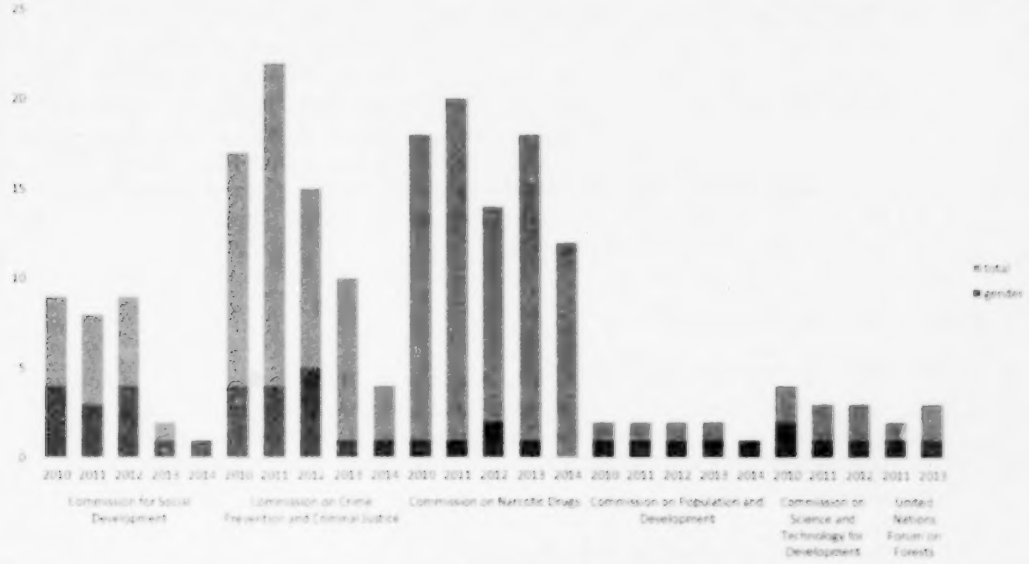
23. Figure VI and table 6 provide a breakdown of resolutions by functional commission. As was the case in previous years, the low proportion of resolutions with a gender perspective for the functional commissions remains attributable to the very low proportion of such resolutions adopted by the Commissions on Crime Prevention and Criminal Justice and on Narcotic Drugs: 1 of the 4 resolutions of the Commission on Crime Prevention and Criminal Justice integrated a gender perspective and none of the 12 resolutions[6] of the Commission on Narcotic Drugs had such a perspective. As these two commissions contributed, once again, by far the largest number of resolutions to the pool of outputs produced by functional commissions (16 out of the total of 18 resolutions), the impact of their work on the overall results is significant. At the same time, the number of resolutions with a gender perspective adopted by the Commission for Social Development and the Commission on Population and Development has stayed the same. Excluding the Commissions on Crime Prevention and Criminal Justice and on Narcotic Drugs, attention to gender perspectives among functional commissions remained very strong.

[5] Draft resolutions from functional commissions for action by the Economic and Social Council or the General Assembly through the Council are counted once, under the body that formally adopted them.

[6] The Commission also adopted the joint ministerial statement of the 2014 high-level review by the Commission on Narcotic Drugs of the implementation by Member States of the Political Declaration and Plan of Action on International Cooperation towards an Integrated and Balanced Strategy to Counter the World Drug Problem, which included a gender perspective.

Figure VI

Trends in the share of resolutions of some functional commissions that include a gender perspective



Note: The United Nations Forum on Forests meets biennially. The Commission on Science and Technology for Development did not adopt any resolutions in 2013 or 2014.

Table 6

Number and percentage of resolutions of the Economic and Social Council and its functional commissions that included a gender perspective in 2014

Originating body	*Total resolutions*	*Number including a gender perspective*	*Percentage including a gender perspective*
Economic and Social Council	30	16	53
Functional commissions of the Economic and Social Council[a]	18	3	17
Commission on Crime Prevention and Criminal Justice	4	1	25
Commission on Narcotic Drugs	12	0	0
Commission on Population and Development	1	1	100
Commission on Social Development	1	1	100
Commission on Science and Technology for Development	0	0	0
United Nations Forum on Forests[b]	–	–	–

[a] These results do not include the Commission on the Status of Women. The Statistical Commission traditionally only adopts decisions, which are not considered in the present analysis.

[b] The United Nations Forum on Forests meets biennially. It did not convene in 2014.

24. As in previous years, the work of the Commission on the Status of Women was not included in the analysis of content covered in this section, in order to avoid biasing the results. The Commission's results during 2014 strongly confirmed that it is the unchallenged leader at the global level on issues of gender equality and the empowerment of women. The agreed conclusions on the priority theme (E/2014/27, chap. I.A) constitute the only intergovernmental outcome that assesses the situation of women and girls in regard to each of the Millennium Development Goals, identifies constraints and provides policy recommendations to accelerate the achievement of the Goals for women and girls. Building on extensive national and regional preparations, in March 2015, the Commission undertook a comprehensive review and appraisal of the implementation of the Beijing Declaration and Platform for Action and linked its full, effective and accelerated implementation with the post-2015 development agenda.

C. In-depth analysis

25. The level of attention given to gender equality issues and the positioning of references to such issues within reports and resolutions provide an indication of the qualitative strength of the gender perspective reflected. In-depth analysis suggests that reports and resolutions often vary greatly in the level of attention they give to gender equality issues.

1. Positioning of references to gender issues

26. The position of references to gender issues within intergovernmental documents determines their prominence and could influence the likelihood of follow-up actions. The reports of the Secretary-General draw more attention to gender equality issues when such references are reflected not only in the body of the report but also in the conclusions and/or recommendations. The emphasis on gender equality issues in resolutions is stronger when those issues are referred to in the preambular as well as the operative parts and when a specific action or recommendation to address the issue at hand is included. Such an assessment was carried out for documents of the General Assembly and the Economic and Social Council only, to maintain comparability with previous findings.

27. Previous reports in this series examined whether keywords were located in the body and/or in the conclusions and recommendations of reports. The present report adjusts this methodology to account for the fact that, annually, a significant number of reports of the Secretary-General with a gender perspective do not typically contain a separate section on conclusions and/or recommendations. Such reports tend to be annual reports which may vary in content but which may include budgetary documents (for example, for peace-related missions, the report on the budget performance of the United Nations Multidimensional Integrated Stabilization Mission in Mali (A/69/593)) or reports on the status of conventions.[7] As these reports may contain references to gender equality throughout but lack a section on

[7] Other examples include the reports on the budget for the United Nations Multidimensional Integrated Stabilization Mission in the Central African Republic (A/69/805), the report on follow-up to the special session of the General Assembly on children (A/69/258) and the report on the implementation of the recommendations of the Board of Auditors concerning United Nations peacekeeping operations (A/69/781).

conclusions and/or recommendations, the previous grouping and rating system insufficiently accounted for the strength of the gender perspective; that strength cannot be determined by the position of references but rather by their coverage and quality. Therefore, an additional category for such reports has been included to more accurately reflect how gender issues are approached in all types of reports of the Secretary-General.[8] This will be further discussed in the following section.

28. An analysis of the positioning of relevant references in reports of the Secretary-General indicates that almost one third of the reports give only passing attention to gender equality issues (see figures VII and VIII). Of the reports with a gender perspective submitted to the General Assembly, 33 per cent contained relevant references in the body only, while 28 per cent included references in both the body and in the conclusions and/or recommendations. This represents an improvement over the previous session, as fewer reports had references in the body only (a decline of 13 percentage points) and reports that have references in both sections increased by 7 percentage points. Of the reports with a gender perspective submitted to the Economic and Social Council, 11 per cent contained references only in the body, a decrease of 20 percentage points, while 56 per cent included references in both the body and in the conclusions and/or recommendations, an increase in the latter of 26 percentage points.

29. Of the 93 resolutions with a gender perspective adopted by the General Assembly during the sixty-ninth session, 25 were categorized as having a high focus on gender equality issues.[9] Of these, 21 had explicit references to a corresponding report;[10] 81 per cent of the corresponding reports had references to gender issues not only in the body but also in the conclusions and/or recommendations. These figures suggest a strong correlation between gender issues in the conclusions and/or recommendations of reports and related language in the operative part of the corresponding resolutions.

30. The above findings confirm that despite progress in systematic attention to gender equality issues in reports, more efforts are needed by author departments to include a gender perspective in the policy recommendations that the Secretary-General submits to intergovernmental bodies. Such improvements could be accelerated by the General Assembly and the Economic and Social Council explicitly requesting that this information be included in reports to be submitted to them, especially in the conclusions and recommendations.

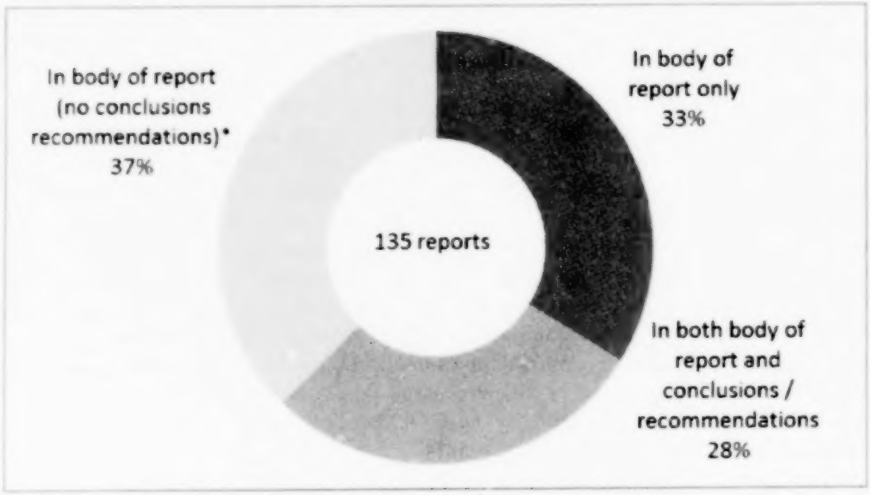
[8] In figures VII and VIII, this category is identified as "In body of report (no conclusions/recommendations)."

[9] See para. 33.

[10] For example, in para. 1 of resolution 69/236, the Assembly "*Takes note* of the report of the Secretary-General [A/69/156]".

Figure VII

Position of references to gender issues in reports of the Secretary-General to the General Assembly

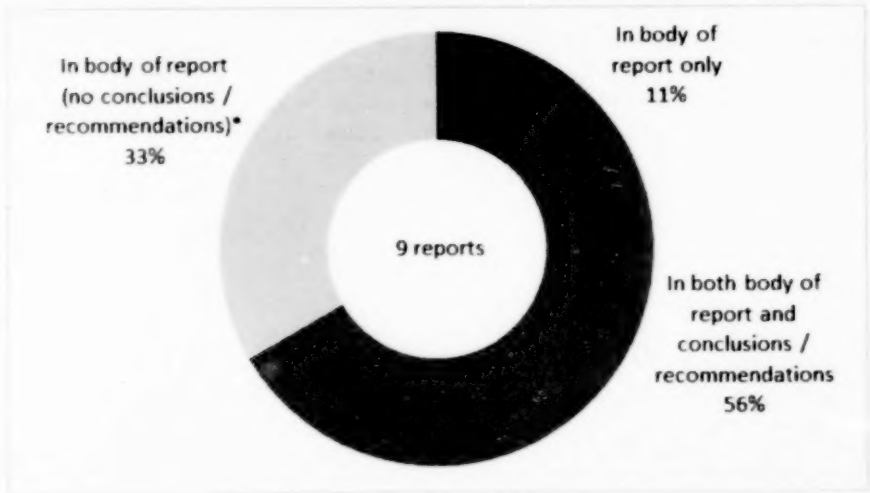

In body of report (no conclusions recommendations)* 37%
In body of report only 33%
135 reports
In both body of report and conclusions / recommendations 28%

Note: Of the 135 reports of the Secretary-General with a gender perspective that were submitted to the General Assembly, 2 reports (1.5 per cent) included references only in the section on conclusions and/or recommendations.

* Of the 135 reports of the Secretary-General with a gender perspective submitted to the General Assembly, 50 reports (37 per cent) did not include a section on conclusions and/or recommendations.

Figure VIII

Position of references to gender issues in reports of the Secretary-General to the Economic and Social Council


In body of report (no conclusions / recommendations)* 33%
In body of report only 11%
9 reports
In both body of report and conclusions / recommendations 56%

* Of the nine reports of the Secretary-General with a gender perspective submitted to the Economic and Social Council, five reports (53 per cent) did not include a section on conclusions and/or recommendations (see para. 27).

31. The analysis of the positioning of gender-related references in resolutions of the General Assembly and of the Economic and Social Council revealed that such references were most likely to be found in both the preambular and operative parts of resolutions (see figures IX and X). The second most likely scenario was the inclusion of a gender perspective in the operative part only, with no reference to gender issues in the preambular part. Few resolutions integrated a gender perspective in the preambular part only. These findings are consistent with those of past years.

Figure IX
Position of references to gender issues in resolutions of the General Assembly

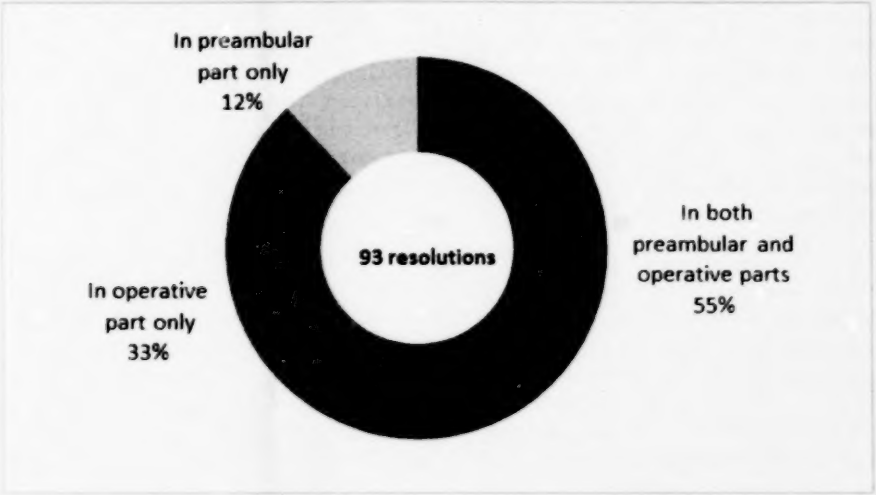
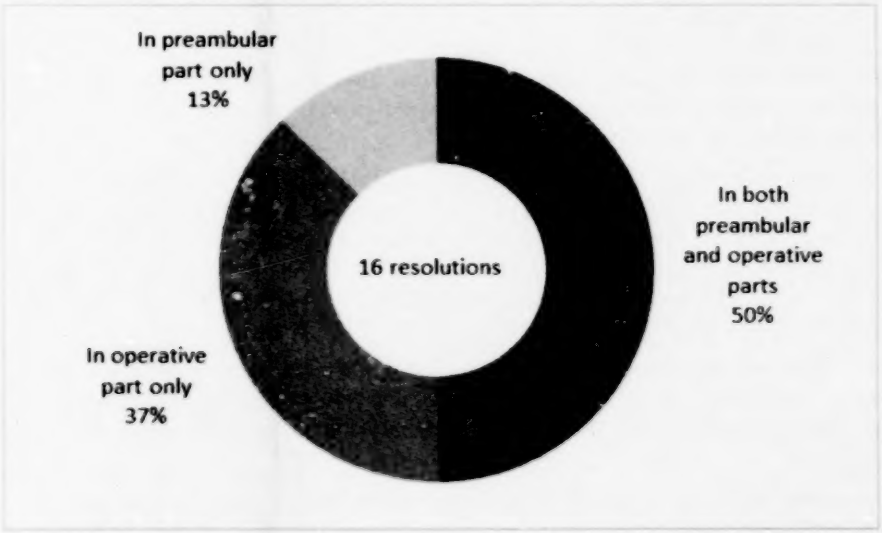


Figure X
Position of references to gender issues in resolutions of the Economic and Social Council



2. Qualitative assessment

Methodology

32. Although gender perspectives may be reflected in key sections of a report or resolution, their impact depends on the strength of the analysis and language used. To assess this strength, reports of the Secretary-General and resolutions were reviewed against two qualitative variables, namely the "coverage" of gender equality issues and the "quality" of the gender equality discussion.

33. Reports that included a specific section on gender equality issues as well as several references throughout the rest of the report were considered to have high coverage. A single reference or a few short references were defined as low coverage. Medium coverage fell somewhere in between. The quality analysis of reports characterized cursory references such as "including women" as low quality, while reports that provided precise facts and evidence, including quantitative data disaggregated by sex and/or gender analysis, ranged from medium to high quality. Assessing the quality of such reports is an important step towards differentiating perfunctory references to gender-related terminology from more attentive analysis of gender equality issues.

34. For example, the report on the budget for the United Nations Stabilization Mission in Haiti for the period from 1 July 2015 to 30 June 2016 (A/69/785) was considered to be of high quality as it specified the Mission's activities to assist the Government of Haiti in gender-related areas, including the improvement of the gender balance among Haitian police personnel, addressing the concerns of women in policy decisions and strengthening response and protection against sexual and gender-based violence; discussed technical assistance to the Ministry of Women's Affairs and women's rights and women's organizations; and included support for women's economic security.[11]

35. Another example of a document considered to be of high quality is the report of the Secretary-General on the achievement of the goal and objectives of the Second International Decade of the World's Indigenous People (A/69/271). The report highlighted the multiple discrimination that indigenous women face as women, as indigenous women and as poor women. The report also discusses progress in the adoption of targeted policies, programmes, projects and budgets for the development of indigenous peoples, including concrete benchmarks, with particular emphasis on indigenous women, children and youth, one of the objectives of the Decade's Programme of Action.

36. Resolutions were analysed against one variable only and categorized as having a low, medium or high focus on gender equality issues. Resolutions that included a single, passing reference were considered to have a low focus. Resolutions with a high focus on gender equality issues were identified by the occurrence of a keyword in more than one paragraph and/or by the inclusion of specific language on the situation and needs of women and girls and/or men and boys.

37. One example is General Assembly resolution 69/225 on the promotion of new and renewable sources of energy, which contains references to gender perspectives in several paragraphs. In the preamble, the Assembly noted the initial two-year

[11] This report falls into the category of "in body only (no conclusions/recommendations)" as discussed in para. 27.

focus on energy for women, children and health of the United Nations Decade of Sustainable Energy for All. In two operative paragraphs, the Assembly called upon Governments to promote women's full, equal and effective participation and leadership in the design and implementation of energy policies and to mainstream a gender perspective into such policies (see resolution 69/225, para. 15), and to ensure women's full and equal access to and use of new, renewable and sustainable energy to enhance their economic empowerment, including employment and other income-generating opportunities (ibid., para. 16).

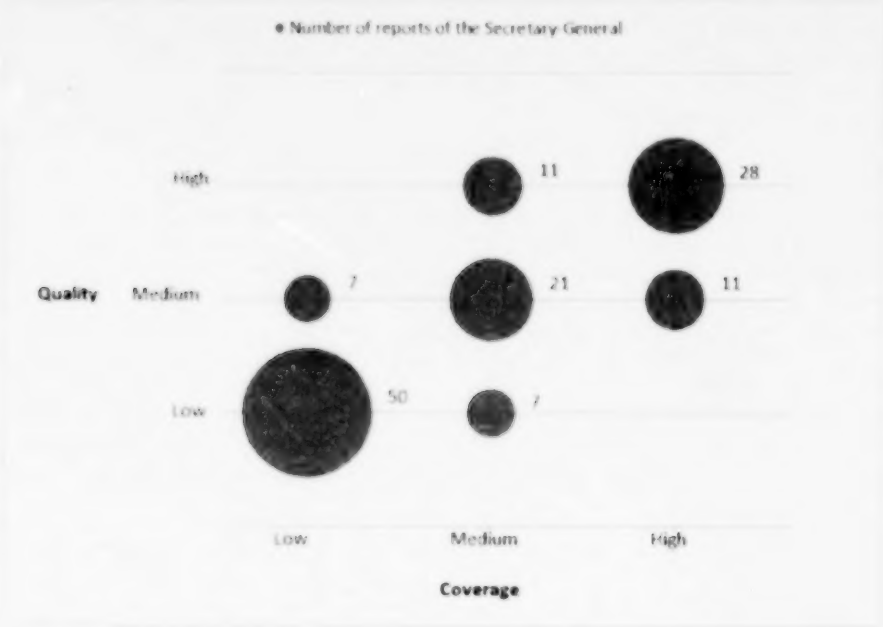
Reports of the Secretary-General

38. The distribution of the reports of the Secretary-General to the General Assembly across the two variables, coverage and quality, is illustrated in figure XI. The distribution of reports across the two axes demonstrates that reports varied widely both in the coverage of gender equality issues and in the characteristics of these inclusions. There tended to be a general correlation between coverage and quality: reports that devoted little space to gender equality issues were also likely to have only superficial references, while reports with extensive coverage tended to include more precise information and deeper analysis. As at the sixth-seventh and sixty-eighth sessions, there were more reports with low coverage and of low quality (50 out of 135 reports) than reports with high coverage and of high quality (28 out of 135 reports).

39. The percentage of reports rated as high/high, medium/high or high/medium increased to 37 per cent at the sixth-ninth session from 34 per cent at the sixty-eighth session of the General Assembly. At the same time, the percentage of reports rated as low/low, medium/low and low/medium has remained the same, 47 per cent, as at the previous session, while the percentage of reports in the middle spectrum (medium/medium) has decreased from 19 per cent at the sixty-eighth session to 16 per cent at the sixty-ninth session.

Figure XI

Coverage and quality of gender equality references in reports of the Secretary-General to the General Assembly, by frequency



40. The strength of the gender perspective of the reports of the Secretary-General that do not have a separate section on conclusions and/or recommendations was assessed using the coverage and quality test. Of the 50 reports in this group, 36 per cent were rated as high/high, medium/high or high/medium, a decrease of 10 percentage points from the sixty-eighth session.[12] The percentage of reports rated low/low, medium/low or low/medium was 40 per cent, reflecting a decline of 8 percentage points from the previous session, while the percentage of reports in the middle range (medium/medium) increased from 6 per cent at the sixty-eighth session to 24 per cent at the sixty-ninth session. This analysis was not carried out for the corresponding reports of the Secretary-General submitted to the Economic and Social Council, as the sample size was too small for comparison.[13]

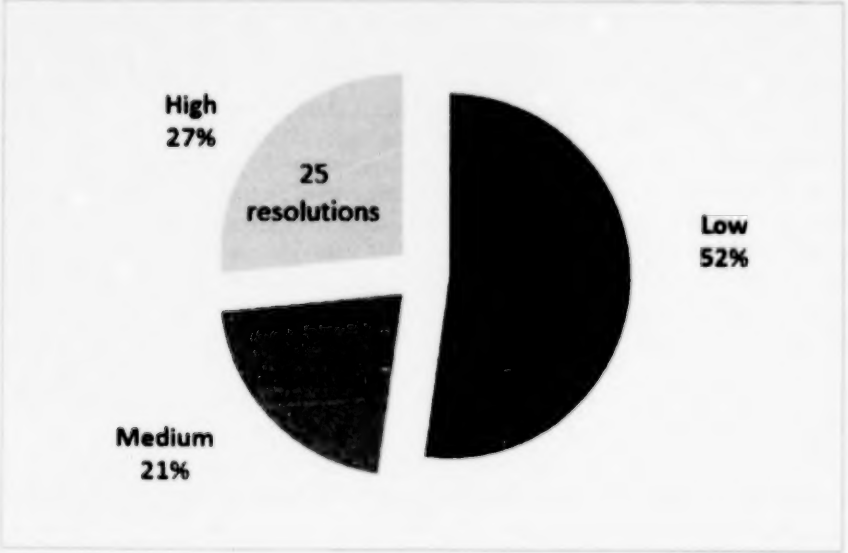
Resolutions

41. Of the 93 resolutions adopted by the General Assembly that include a gender perspective, 45 (48 per cent) show a high or medium focus on gender equality issues (see figure XII). This means that the keywords indicating a gender perspective were found in more than one paragraph and/or that there was specific language on the rights, situation and needs of, and opportunities for, women and girls and/or men and boys. In addition, resolutions rated high or medium often had keywords located in the operative part of the resolution, calling for a certain action.

[12] In order to create a basis for comparison, related data from 2013 were analysed applying the new methodology.

[13] In 2013, five such reports were submitted to the Economic and Social Council while in 2014, three such reports were submitted.

Figure XII
Extent of focus on gender equality issues in General Assembly resolutions that include a gender perspective



42. Analysis of the extent of the focus on gender equality issues in General Assembly resolutions that include a gender perspective shows that the percentage of low-quality resolutions increased from the sixty-seventh session while the percentage of medium- and high-rated resolutions decreased.

43. Resolutions addressed gender equality issues in different ways, including general calls to integrate a gender perspective into the area under consideration; recognition that women and girls may be in positions of greater vulnerability than men and boys; and recognition of gender equality both as a goal in itself and as a means of progressing towards the goals of the subject matter under consideration. Resolutions called for the full, equal and effective participation of women in decision-making in the subject area under consideration, for the empowerment of women and girls, including economic empowerment, and for addressing discrimination and violence against women and girls. There were also calls for action to ensure women's and girls' access to resources, support and services and for policies and/or programmes that are gender-sensitive, gender-responsive or that reflect a gender perspective. Some resolutions call for the collection of data disaggregated by sex and gender-specific information.

44. Many of the medium- and high-focus resolutions included paragraphs expressing recognition of the specific contribution and situation of women and girls and/or containing proposals for action to respond to their rights and needs. For example, in General Assembly resolution 69/177 on the right to food, the Assembly expressed its concern that women and girls are disproportionately affected by hunger, food and nutrition insecurity and poverty, in part as a result of gender inequality and discrimination; encouraged all States to take action to address gender inequality and discrimination against women; stressed the need to empower women and strengthen their role in decision-making; and encouraged relevant United

Nations bodies and mechanisms to continue integrating a gender perspective into their relevant policies, programmes and activities. Another example is resolution 69/204 on information and communications technologies for development, in which the Assembly acknowledged the importance of investing in closing the gender gap in information and communications technologies by making them affordable and accessible and affirmed the need to empower women and girls, in particular in developing countries, through the use of information and communications technologies in education, health care, agriculture, clean drinking water, energy and public services, to enable women entrepreneurs to access services, grow businesses and develop new innovations, to strengthen women's ability to access high-value-added jobs and to increase women's economic, civil and political participation. Resolution 69/270 on the cooperation between the United Nations and the International Organization of la Francophonie provides a high focus, as the Assembly noted the continued strengthening of cooperation between the United Nations and the International Organization of la Francophonie in the area of human rights and in the promotion of gender equality and recognized the need to promote the full participation of women and youth in conflict prevention, management and resolution mechanisms through their involvement in negotiation and peace agreement processes.

D. Factors accounting for the integration of a gender perspective into intergovernmental outcomes

45. More than one third of Economic and Social Council resolutions with a gender perspective had initially been drafted by functional commissions, including the Commission for Social Development, the Commission on the Status of Women, the Commission on Crime Prevention and Criminal Justice and the Commission on Science and Technology for Development. This confirms the critical importance of the work of functional commissions and it is hoped that the dialogue with functional commissions on gender mainstreaming, held by the Commission on the Status of Women in March 2015 and moderated by the President of the Council, will provide further impetus for the consistent attention being paid to gender perspectives in the Commissions' work (www.unwomen.org/en/csw/csw59-2015/official-meetings#panel8).

46. The unexpected decline in the share of resolutions with a gender perspective adopted by the General Assembly at its sixty-ninth session, and especially the decline in the number of such resolutions adopted by the Second and Third Committees, may be partially attributable to the fact that several substantive resolutions of the Second Committee that had previously included gender perspectives were adopted as procedural resolutions without a gender perspective at the sixty-ninth session;[14] those resolutions were related to sustainable development and financing for development, matters that were under consideration in relevant intergovernmental processes. If the procedural resolutions are not counted, the drop in the number of resolutions containing a gender perspective adopted in the Second Committee from the sixty-eighth to the sixty-ninth sessions would be from 66 per cent to 53 per cent, rather than 44 per cent. This confirms past experience that procedural resolutions provide very limited opportunities for reflecting gender

[14] These were resolutions 69/205, 69/206, 69/208, 69/220, 69/230 and 69/240.

perspectives. It should be anticipated that both committees would revert to their usual attention to gender issues at the current session of the Assembly.

III. Integrating a gender perspective into intergovernmental processes: the contribution of UN-Women

47. The response of UN-Women to new and expanded guidance, requests and expectations from Member States for support of normative intergovernmental processes reached unprecedented levels (see E/CN.6/2015/2). Adequate capacity to provide such substantive support is of particular importance at a time when key global intergovernmental processes are setting the stage for a transformative, inclusive and integrated sustainable development agenda that must lead to the accelerated realization of gender equality and the empowerment of women and girls.

48. UN-Women provided substantive support to the Commission on the Status of Women, the Economic and Social Council, the General Assembly and the Security Council and also engaged with other intergovernmental processes to strengthen the integration of gender issues in their outcomes. The scope of this work has grown exponentially and, in many instances, extrabudgetary funding is used for implementing the normative support functions of UN-Women. This has led the Economic and Social Council to recognize the importance of strengthening the capacity of UN-Women, including through adequate funding, to carry out its mandates for normative support, coordination and operational functions (see Council resolution 2015/12).

49 The Commission on the Status of Women remained a key focus of UN-Women's normative support. Assistance with the preparations for the last two sessions of the Commission, including of the knowledge and evidence base, outreach and alliance-building as well as leadership, expert and technical support during the sessions, were instrumental in securing successful outcomes. UN-Women implemented comprehensive preparatory activities that mobilized Member States, the United Nations system, civil society and academic experts, including the convening of expert group meetings, a global stakeholders' forum, unprecedented numbers of regional consultations and regional intergovernmental meetings, and civil society consultations. These activities responded to relevant requests by the Economic and Social Council and the Commission and facilitated the strong call in the Commission's political declaration for the full, effective and accelerated implementation of the Beijing Declaration and Platform for Action, through six key strategies. Member States recognized the important role of UN-Women and called on the Entity to continue to support implementation (see E/2015/27). In separate action (Council resolution 2015/6), Member States affirmed that the Commission would also contribute to the follow-up to the post-2015 development agenda, to be adopted at the United Nations Summit in September 2015, so as to accelerate the realization of gender equality and the empowerment of women. UN-Women will fully support the Commission in this effort.

50. The Entity also significantly expanded its normative support to the Economic and Social Council, which has been instrumental in galvanizing measurable progress by the United Nations system in the performance on gender mainstreaming through the use of the United Nations System-wide Action Plan on Gender Equality and the Empowerment of Women, under the leadership of UN-Women. The next stage of improvements will depend on the capacity of UN-Women to support

implementation, including through capacity-building, tracking and reporting. UN-Women also responded to the heightened expectations for gender equality inputs to the Council's new segment structure by engaging with the Council's Youth Forum, operational activities, integration and high-level segments. Moving forward, the Entity will seek to respond to requests for more systematic contributions to the Council's work and that of the high-level political forum on sustainable development meeting under the auspices of the Council so as to ensure accelerated and effective gender mainstreaming across the entire mandates of these bodies.

51. During the last three years, and especially during the reporting period, UN-Women responded vigorously to the imperative of ensuring that the post-2015 development agenda, the new financing for development framework and the climate agreement to be adopted in December 2015 result in irreversible gains for gender equality, the empowerment of women and the human rights of women and girls. Such a strengthened global normative framework is pivotal to secure concrete change in the lives of women and girls everywhere, especially as Member States have recognized that no country has achieved equality for women and girls. The Entity's engagement complied with expectations of Member States, as reflected in resolutions of the General Assembly in which the Assembly welcomed the leadership of UN-Women in providing a strong voice for women and girls at all levels (for example, resolutions 68/140 and A/69/151, in which the Assembly also urged Member States to increase funding for the budget of UN-Women).

52. Stepped-up support by UN-Women for the intergovernmental processes on the post-2015 development agenda and on financing for development was presented in key messages and general principles, backed up by analysis, data and evidence, on the linkages between the achievement of gender equality and sustainable development and the urgency for transformative financing to end gender inequality by 2030. UN-Women partnered with Member States, civil society and other stakeholders, which created opportunities for exchange of views, sharing of experiences and the reinforcement of support and consensus for a post-2015 development agenda that prioritizes gender equality and the empowerment of women and girls. UN-Women advocated for a strong and comprehensive goal to achieve gender equality and empower all women and girls, with targets that address structural barriers to gender equality; the integration of gender perspectives throughout the entire framework, including through clear gender-specific targets; and the reflection of gender equality perspectives in all elements of the post-2015 development agenda: the declaration, goals and targets, means of implementation, global partnership and follow-up and review.

53. As the financing shortfall for gender equality had already been recognized and action to close the gap pledged by Member States at the Commission on the Status of Women (see the political declaration contained in document E/2015/27), UN-Women called for new and additional funding, from all sources, to achieve gender equality objectives. The approach of transformative financing for gender equality championed by the Entity is reflected in the Addis Ababa Action Agenda, adopted by the Third International Conference on Financing for Development, held in Addis Ababa from 13 to 16 July 2015, in which Member States, among others, agreed to ensure gender equality and women's and girls' empowerment (para. 1); reaffirmed that achieving gender equality, empowering all women and girls, and the full realization of their human rights are essential to achieving sustained, inclusive and equitable economic growth and sustainable development (para. 6); and agreed

to investments and transformative actions for the promotion of gender equality and women's and girls' empowerment at all levels, women's leadership and access to economic resources (paras. 6, 21 and 41, among others). UN-Women will work to support follow-up and implementation of these commitments.

54. UN-Women continued its extensive support and engagement with the Conference of the Parties to the United Nations Framework Convention on Climate Change. This engagement is now at a critical juncture. Building on the progress of the past four years, most recently decision 18/CP.20 on the Lima work programme on gender, new demands have emerged for concrete tools to facilitate implementation of gender-sensitive climate policy and action and UN-Women is working closely with the Convention secretariat and other partners in an effort to comply with these expectations. Most importantly, parties to the Convention must now firmly anchor their commitment to gender equality in the new climate agreement to be reached at the twenty-first session of the Conference of the Parties, to be held in Paris in December 2015. UN-Women is working with parties and other stakeholders in the lead-up to the conference, in response to the growing demand for substantive and technical expertise to support the incorporation of gender perspectives in all the sections of the climate agreement. The Entity will convene stakeholders to share key messages and build strategic alliances with gender equality champions and advocates. These are opportunities that cannot be missed.

55. Demands for UN-Women's normative support function have also expanded in other areas, including in regard to women and peace and security. The 15-year review of Security Council resolution 1325 (2000) provides the basis for a systematic assessment of gaps and challenges, lessons learned and good practices, which should lead to enhanced follow-up and implementation. The Entity's stepped-up contribution to humanitarian affairs, its contribution to the third World Conference on Disaster Risk Reduction and its follow-up and the preparations for the World Humanitarian Summit and the United Nations Conference on Housing and Sustainable Urban Development (Habitat III), to be held in 2016, are some of the other areas where systematic attention to gender equality and the empowerment of women requires normative support.

56. As the post-2015 context creates unprecedented opportunities for accelerated realization of gender equality and the empowerment of women and girls, expectations are high for UN-Women's leadership in helping to ensure that the commitments made translate into concrete action for women and girls. This brings with it substantive requirements for the Entity to support review, follow-up and implementation and to engage with all relevant intergovernmental forums and platforms at the global level to ensure that attention is focused on gender equality and the empowerment of all women and girls. In addition, UN-Women is working throughout the United Nations system towards ensuring that the system is ready to support Member States in their gender-sensitive and gender-responsive implementation of the new agenda at the national level.

IV. Conclusions and recommendations

57. **Intergovernmental bodies have continued to reflect gender perspectives in their work. However, progress remains uneven in the different bodies. While the percentage of resolutions with a gender perspective adopted by the Economic and Social Council and its functional commissions increased, that was not the case in the General Assembly. Even when resolutions do reflect gender issues, references often remain brief and are still too seldom reflected in some areas of work, in particular in resolutions dealing with disarmament and related international security questions, political issues and decolonization, administrative and budgetary matters, international legal matters, crime prevention and criminal justice and narcotic drugs. Procedural resolutions also rarely reflect gender perspectives. New and additional efforts are therefore needed to integrate gender equality considerations as a cross-cutting issue in all areas under discussion.**

58. **Reports of the Secretary-General to the sixty-ninth session of the General Assembly that reflected a gender perspective had a stronger gender analysis than at the previous session, although the conclusions and recommendations of those reports did not systematically integrate a gender perspective. This is particularly important given the proven direct link between the inclusion of gender issues in the conclusions and recommendations of reports and the operative parts of corresponding resolutions.**

59. **UN-Women significantly expanded its normative support in response to demands from Member States and in an effort to ensure that ongoing intergovernmental processes of historic scope fully contribute to the achievement of gender equality, the empowerment of women and girls and the realization of their human rights by 2030. These efforts far exceed the resources currently allocated to the Entity for its normative support functions.**

60. **The General Assembly may wish:**

(a) **To reiterate its call upon all intergovernmental bodies of the United Nations system to fully mainstream a gender perspective into all issues under their consideration and within their mandates;**

(b) **To call upon States to ensure that intergovernmental processes such as United Nations summits, conferences and special sessions and their follow-up processes consistently address gender perspectives in their preparatory processes and outcomes, and also call upon States to ensure that gender perspectives are reflected in the climate agreement to be adopted at the twenty-first session of the Conference of the Parties to the United Nations Framework Convention on Climate Change, to be held in Paris in December 2015, and at Habitat III, to take place in Quito in October 2016;**

(c) **To urge the Economic and Social Council, and especially its functional commissions, to intensify efforts to integrate gender perspectives into their work, noting in particular the lack of progress by the Commission on Crime Prevention and Criminal Justice and the Commission on Narcotic Drugs;**

(d) **To welcome the commitment to ensure gender equality and women's and girls' empowerment, gender mainstreaming, investments and transformative actions contained in the Addis Ababa Action Agenda of the**

Third International Conference on Financing for Development and those in the post-2015 development agenda to be adopted at the United Nations summit to adopt the post-2015 development agenda, to be held in September 2015, and urge that gender equality and the empowerment of women and girls are consistently addressed in all follow-up and review activities, at all levels and by all forums and platforms, especially the high-level political forum on sustainable development of the Economic and Social Council;

(e) To request that reports of the Secretary-General submitted to the General Assembly and the Economic and Social Council and their subsidiary bodies systematically address gender perspectives through the provision of data disaggregated by sex and age and gender analysis and that conclusions and recommendations for further action address the situation and needs of women, girls, men and boys, so as to facilitate gender-responsive policy development;

(f) To strengthen the capacity of UN-Women to fully implement its normative support function, provide policy analysis, knowledge and evidence in support of intergovernmental deliberations, continue to raise awareness about opportunities to mainstream a gender perspective into the work of intergovernmental bodies and processes and provide technical assistance, at the request of Member States, on strengthening the gender perspective in resolutions and other outcomes of intergovernmental bodies.